

INSPECTOR GENERAL SURVEY

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INSPECTOR GENERAL'S SURVEY

OF THE

CIA CAREER SERVICE

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INSPECTOR GENERAL'S SURVEY
OF THE
CIA CAREER SERVICE

A. General

1. The purpose of this survey was to review the concept which gave rise to a CIA Career Service; to evaluate five years of experience with the Career Service Program and to determine its suitability for providing the Agency sound personnel management.

2. To accomplish this, the views of top management officials and senior supervisors were solicited in the form of a questionnaire. In addition hundreds of personal interviews with staff employees were conducted and a detailed examination of the development and formulation of personnel policies and procedures was undertaken. The career programs of other Government agencies were studied and extensive use was made of reports by American Management Associations, Harvard Business Review and other publications in the personnel management field.

B. History

1. Since 1951, the development of a Career Service for CIA can be characterized as a slow but continuous evolution. The keel was laid in 1952 and the program launched with great promise before an assembly of 600 senior supervisors in the Department of Agriculture Auditorium on 3 August 1954. The program survived its fifth anniversary this year with mixed feelings as to its success or failure as an appropriate device for personnel management within CIA.

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2. It was during the period of forced expansion in 1951 that the then DCI first broached the idea of a CIA Career Service. He was conscious of the debilitating effect that the assimilation of large numbers of untrained individuals would eventually have upon the quality and integrity of a professional intelligence service. He sensed the urgency of laying the foundation for a permanent, trained corps of careerists, dedicated to the intelligence service and around which could be built an expanded service when necessary to meet national emergencies.

3. In January 1952, the DCI constituted a CIA Career Service Committee consisting of four senior Agency officials to develop this concept of a career-type professional intelligence corps for CIA, comparable in attractiveness of service and other inducements to that offered to members of the Foreign Service, Department of State. The Committee was further instructed to develop ways and means whereby carefully selected and dedicated professionals, already Agency employees, could be identified and trained for key positions in the Agency. The Director intended to provide the National Security Council the support of a truly professional intelligence organization.

4. Even before the CIA Career Service Committee officially presented its program for the development of a CIA Career Service, the DCI's concept of a hard core of professional intelligence officers provoked strong opposition. Somehow "hard core" was transmuted to "Elite Corps" with its worst imputations. The architects, therefore, submitted a far broader concept designed to accommodate the objectors by removing the essential limiting requirements.

5. The jettisoned "hard core" concept produced three critical problems in personnel management:

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- a. The magnitude of the program was increased a hundredfold
- b. Training requirements were distorted and disorganized, and
- c. The Board and Panel mechanism devised to implement the program was cumbersome and slow, and usurped much of the authority and responsibility of the Director of Personnel.

6. The efforts of this Committee culminated in a report to the Director which embodied the following outline of a basic program for the development of a CIA Career Service:

- a. Organization and determination of the functions of Career Service Boards and Panels

- b. Development of a new personnel evaluation report
- c. Provisions for an Executive Inventory
- d. Establishment of a Selection Board
- e. Initiation of a formal training program
- f. A plan for Agency-wide rotation of personnel
- g. An Honor Awards System
- h. A preliminary study of legislative action to establish a

Career Staff and to provide career benefits for employees

This program was approved by the Director on 13 June 1952, and the Deputy Director (Administration) was assigned the responsibility for its implementation.

7. After it had completed this assignment, the CIA Career Service Committee was reconstituted as the CIA Career Service Board, similar in composition and membership to the CIA Career Council of today.

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C. CIA Career Service Board

1. For two years (June 1952 to August 1954) the CIA Career Service Board met on an average of once a week. It reviewed, discussed and partially resolved many controversial issues brought to light by task forces and study groups that were appointed to devise ways and means of proceeding with the approved Career Service Program.

2. The minutes of these meetings describe a tortuous path of trial and error. Conflict of interest, selfish indulgence in safeguarding prerogatives, plus the unique problems of compartmentation and security were but a few impediments to progress, yet the Board accomplished a great deal. It acted boldly on matters of policy and substance, but became so deeply enmeshed in the implementation of its own recommendations that it completely absorbed some of the primary functions of the Director of Personnel.

3. On the record, and for all intents and purposes, the CIA Career Service Board was established as a policymaking group to (a) advise the DCI; (b) assist the Director of Personnel; and (c) coordinate the activities of senior supervisors in the administration of a CIA Career Service Program. Prior to and during this period, the Agency lacked a strong Director of Personnel. The incumbent possessed neither vision nor understanding, nor did his position command the necessary respect within the Agency to entrust to him centralized control of CIA Career Management. For better or for worse, this state of affairs marked the decline and fall of the Director of Personnel from the power of influence and control in Agency personnel matters.

4. It has taken more than six years to assemble the proper tools to accomplish the difficult task of managing the careers of Career Staff employees. Throughout these years, construction of implementing

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machinery proceeded much in the style of "the house that Jack built," added to piece by piece as each new policy and procedure was approved by the CIA Career Service Board. Two provisions adopted by the CIA Career Service Board were speedily implemented:

a. The JOT Program, which has been successful from the beginning; and,

b. The compilation of an Executive Inventory of some 150 outstanding senior professionals for key assignments.

5. The JOT Program is conducted by the Office of Training and was not examined in the course of this survey. Our previous surveys, however, indicate that the program has been successful in providing the Agency with young men of high capabilities and excellent potential. Further comments on this program will be found in other sections of this report.

6. The Executive Inventory was a stop-gap procedure to provide the DCI with a slate of well known, dependable and experienced Agency employees for consideration for placement in key positions at headquarters and abroad. An opportunity for career development was lost when the Executive Inventory was permitted to expire. It offered one of the basic elements of a career program; the identification of individuals with superior capabilities. But with other essential elements missing the Executive Inventory withered on the vine.

7. The mandate, "to make the Agency a better place in which to work," was the keystone of the CIA Career Service. It involved a legislative program to provide benefits to the employee, and required the adoption, Agency-wide, of sound personalized, personnel management that would attract and hold employees to a career in Intelligence.

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8. The CIA Career Board seldom experienced unanimity of views on the problems under consideration. It moved slowly, a step at a time, to maintain harmony in order to engage the full support of its members. In reaching out to its many objectives, the Board found itself constantly involved in the towering burden of implementation.

9. The greatest attribute to the emergence of CIA Career Service was the untiring and determined efforts of the Board to overcome bias and frustration. The most tangible evidence of its success lies in the fact that the Agency today is more conscious of its human resources than any Agency of Government.

10. One major failure of the CIA Career Board is also evident, not from lack of consideration but from error in decision. A Publicity Task Force was appointed by the Board to develop a prospectus for distribution to all employees on "What CIA Career Service Means to You." Psychologically speaking, this was a vital step in the development of the career program. It enabled the supervisor and the employee to view the purposes and mechanics of the program at firsthand. The Chairman of the Career Board strongly urged the preparation of such a document. Members of the Board rejected the proposal for the none too valid reason that such a document would solicit spirited and uncontrolled discussion among employees which would eventually create undesirable publicity. Doubt as to the outcome of proposed legislation favorable to the employee contributed to the final demise of this proposal.

11. In retrospect, no single decision of the CIA Career Board contributed to greater misunderstanding of the aims and purposes of CIA Career Service among all Agency employees. The painfully slow progress in the implementation of approved policies has added to the misgivings

voiced by many supervisors and employees today on the effectiveness of the program.

12. Official records show that from the very beginning, the Director of Personnel played a subordinate role in the formulation, development and implementation of Agency personnel policies. It is important to recognize this fact to understand certain weaknesses in Agency personnel management that too often are charged against the Director of Personnel. A penetrating examination of all phases of personnel management leads us to the conclusion that the Heads of the Career Services themselves must share much of the responsibility for the slow progress that has been made under the Career Service Program.

D. The Career Staff

1. After nearly two years of serious deliberation by the CIA Career Board there was established what is known as the Career Staff of CIA. The purpose of the Career Staff was never clearly stated but it was described as a "group of carefully selected and trained individuals who accept an obligation to devote themselves to the needs of the Agency, and who intend to make a career with the Agency," [redacted] The Agency promised these selected individuals "preferential consideration for job security and special training as well as other benefits and facilities now or hereafter provided" in exchange for the employee's promise "to serve anywhere and at any time and for any kind of duty as determined by the needs of CIA."

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2. The size of the Career Staff was neither fixed as a definite figure nor was it restricted to the chosen few. It was anticipated that a great majority of Agency staff employees and staff agents would choose to become members of the Career Staff.

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3. The application for membership is not a contract nor is it considered a legal instrument, but merely a formalized statement of intent by the individual and the Agency concerning the individual's adoption of a career with the organization.

4. It was contemplated that membership in the Career Staff would be a prerequisite for certain organization-sponsored training courses, which could not be offered without reasonable expectation that the Agency would profit by the individual's continued employment.

5. The anticipated success of the Career Staff was predicated on the good will and reasonableness exercised by employees and organization officials in meeting their respective obligations. In practice, over the past five years, self-interest appears to have predominated against the so-called best interest of the Agency for two reasons: (1) There is no legal status attached to the Career Staff; and (2) eligibility to membership is practically unrestricted.

6. The CIA Career Service Board recognized the advantages of acquiring legal status for a Career Staff, but was unprepared at that time to propose legislation that defined the obligations of an employee on assumption of career status. The Board further believed that legal status would give undesirable rigidity to this untried program, and decided that the system should be introduced under normal Agency administrative processes.

7. It must be concluded that this decision weakened the concept of a professional Career Service. With the exception of JOT's and the more experienced older hands who accept directed and planned assignments as a part of their obligation to serve, there are far too many employees of all kinds and at all levels who are indisposed to place the Agency's interest above their own.

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8. Selection of individuals for membership in the Career Staff is both searching and thorough. At the start of the program it required the full-time effort of ten individuals under the immediate direction of the Executive Secretary of the CIA Career Service Board to screen records and prepare documentation for use by a Selection Board that is appointed annually by the Director of Personnel to consider applications for Career Staff status. The Selection Board began to function in 1954 and it was well into 1958 before it completed the processing of those individuals for Career Staff status who entered on duty prior to its establishment. A marked decrease in the volume of recruitment during the past few years enables two full-time employees to handle approximately 100 applications per month and maintain the program on a current basis. To date over applications have been processed with a record of less than 2% resulting in deferred action or denial of membership in the Career Staff.

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9. In all cases of non-acceptance the Director of Personnel resolves the case with the Head of the Career Service concerned. An appeal mechanism is provided in event the Head of the Career Service is not satisfied with the Selection Board decision. There is no record of any such appeal having been made. Rejections usually occur as a result of confidential information made available to the Director of Personnel during the processing of the case through each of the seven offices of record: Office of Security, Medical Staff, General Counsel, Assessment and Evaluation Staff, Office of Training, Comptroller and the Inspector General.

10. The selection process is a costly, time-consuming, formal paper exercise, in which the by-product (disqualification of 2% for membership) assumes greater significance than the acceptance of 98% for membership in the Career Staff. It is not uncommon that an individual

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after careful and repetitious screening is approved for membership by the Selection Board only to become within a short time the subject of an adverse action for inefficiency, incompetence, or other evidence of sub-standard performance.

11. The feeling is universal among top management officials, senior supervisors, and most employees that Career Staff status would carry greater prestige within the organization if eligibility to membership were more restrictive. At present, membership is open to all employees who have served satisfactorily for three years in job performance and training; certified in good health by the Medical Staff; are acceptable security risks; have evidenced good conduct during the period and have declared their intention to make a career with the Agency. An employee denied membership in the Career Staff may be qualified to continue his employment in the Agency. No emolument or special privileges accrue to a Career Staff member that are not accorded the non-member. This situation has provoked criticism of a system that confers Career status on 98% of its eligible employees but does not provide any penalty for not assuming the obligations incurred by such membership.

12. It would appear that under these circumstances the Agency gains nothing by extending membership in the Career Staff to all employees. Since no distinction is made between intelligence careerists and non-careerists, conferring Career status on all employees is meaningless.

13. Agency growth and experience over the past five years suggests modification of the all-inclusive approach to membership in the Career Staff based upon the following considerations: (1) the withholding of career status from certain Agency employees would not deprive them of any benefits, fancied or real, that other employees enjoy by virtue of

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membership in the Career Staff; (2) limiting career status to selected individuals would not adversely affect the operations or missions of the Agency; (3) The adverse effect on morale would be negligible if explanation for the procedure is presented honestly and sincerely. Appropriate recommendations are made at the conclusion of this report on the CIA Career Service.

E. Individual Career Planning

1. Based on a policy that allows the individual employee to express his career interests for an appropriate specified time, the Agency has published a regulation which outlines the procedures to be followed for the development of career plans. The regulation permits the employee to document his ambitions with the help and approval of his supervisor, and with some assurance that this document will be considered by the Career Service Boards and Panels concerned with his career development. This document is known as the Career Preference Outline (CPO).

2. Throughout the Agency career planning is viewed as a burdensome exercise that creates more problems than it solves. To avoid embarrassment, and the accusation of not living up to its promises, the Head of the Clandestine Services' Career Service has jettisoned individual career planning and substituted a more practical method of using the Field Returnee Questionnaire (FRQ) as an aid in making assignments more compatible with the express desires of the individual. For the large majority assigned to the Clandestine Services' Career Service, this substitution can be considered adequate for the immediate future but in no way can it be regarded as sound long-range career planning.

3. Treatment accorded individual career planning by the other Career Services ranges from meticulous compliance with the regulation to

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almost complete abandonment of its provisions. In general the results have been unsatisfactory regardless of which method is followed. Those who have complied have acquired enormous files of CPO forms and expended many hours of time in conferring with employees but few plans have ever been put into effect. Those who have abandoned the program have recognized it as impractical and actually counterproductive.

4. The principal defect of this program is its mass approach. It is based on the theory that every employee should have a planned career which he should design himself. The average employee who attempts to do this is faced with the realization that he is ignorant of the Agency and its functions outside his own component. His supervisor seldom is able to assist him in this respect. When the career plan extends beyond the limits of the immediate service (and it frequently does) even the Head of the Service often is helpless to put the plan into effect because of inadequate communications between services. When the plan is limited to the immediate service there is no need for the elaborate process--it becomes a part of normal good personnel management. Furthermore, career planning on this basis is doomed to failure because it is lacking in Agency-determined objectives and thus cannot fill Agency needs. It is an aimless procedure which all too often frustrates the individual, dulls his enthusiasm and ambition and ultimately defeats its own purpose.

5. Career planning can only be accomplished successfully on a selective basis and with well defined objectives in view. It must be given guidance and direction by an instrument of the Agency having knowledge of the over-all Agency needs and able to determine the necessary objectives. It is for these reasons we believe the present individual career planning program should be permitted to die quietly with the rescission of

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Actions recommended in other sections of this report will provide the proper basis for career development and planning which will accomplish the purpose at much lower cost. It is

Recommended that:

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The Director of Personnel rescind [] when action is taken on recommendations appearing at the conclusion of this report.

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F. The Present Career Program

1. The present career program is outlined in [] where the purpose is stated to be "to establish personnel management practices which will develop people to the fullest extent to meet present and anticipated personnel needs of the Agency and encourage their longtime service with the Agency." The purpose is fundamentally sound but the program suffers from a lack of definition of the Agency's needs and the absence of specific objectives. The regulation establishes the Career Service machinery by designating several Career Services with Boards and Panels to monitor the program and assigns primary responsibility for directing the program to the Heads of Career Services.

2. There were five career services: Clandestine Services, Intelligence Production, Operations, Collection and Dissemination (now Central Reference), and Support. For each there was appointed a Head of Career Service who was advised and supported by a Board. Each service except Collection and Dissemination had subordinate services each with a Head of service and supported by a Panel. There were a total of 20 subordinate services. Changes and additions to the structure have been made which for all practical purposes have evolved into a separate service for each of the organizational components of the DD/I and DD/S areas and a

single service in the DD/P with six subordinate panels. The number of subordinate services now totals 26.*

3. Generally the Career Service Boards and Panels have established additional subordinate panels or committees to perform specific functions such as competitive rankings for promotions or to handle the personnel affairs of various sub-divisions of the particular component. Each board, panel or committee has some form of secretariat or other administrative support. A conservative estimate based on information gathered in the course of this survey places the total of senior officers devoting part of their time to the career program at 337 and a minimum of 64 officers and clerks engaged full time in direct support. This does not include the time and manpower expended in general support by the administrative staffs of the offices and components of the Agency, nor does it include the bulk of the Personnel Office.

4. Within the general framework of the career program as established by regulation each Career Service Board and Panel has developed its own methods of operation. Some are highly formalized, others are very informal. Some meet as often as weekly while others meet on call with intervals of six or eight weeks between meetings. All act in an advisory capacity making recommendations to the Head of the Service in matters of assignments, promotions and training. As a general rule the boards and panels are concerned with employees through grade GS-14 while the Head of the Service retains exclusive jurisdiction for those above that grade. Acceptance of board recommendations ranges between 90 and 95%. Most of

*Although the Clandestine Service Career Service is regarded as a single service much of its personnel management still is handled on a component basis. If these are considered as separate subordinate services the total would be 34.

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the boards do not concern themselves with matters of discipline, demotion or selection out. Frequently their deliberations are conducted on actions that have already taken place or decisions that have already been made by the Head of the Service.

G. Evaluation of the Present Program

1. In our analysis of the present program it becomes quite apparent that a tremendous effort is being made in terms of time and manpower to conduct this program but that career development, its principal purpose, is not being advanced effectively. The effort put forth by the Heads of Career Services and the various boards and panels has resulted in the development of some sound policies and practices in personnel management. Principal among these has been competitive promotion which at least assures each employee of a periodic review of his status and due consideration of his performance and qualification for advancement. The establishment of boards and panels has been beneficial since they inject a measure of impartiality into personnel management and reduce to some extent the practice of flagrant favoritism. Finally, the requirements of the program are such that they compel senior officials to take a greater part in personnel management than they otherwise might. It was noted in examining the operation of the program that the best managed career services which contributed most to the employees were headed by officials who believed in it, accepted its purpose and pursued its objectives aggressively. Unfortunately not all officials have supported the program fully.

2. The failure of the career program to achieve its purpose is due in large part to deficiencies inherent in the Career Service structure and, to a major degree, to the inability of many senior officials to understand and accept the basic requirements of career development. As we have

found the Career Services are based on the Agency's organizational structure which has the effect of creating separate career services for each Agency component. This accentuates and serves to perpetuate undesirable and harmful compartmentation which is not based on security needs. There is very little communication between services and no provision has been made to facilitate essential actions transcending the limits of the immediate component. Furthermore, most of the services attempt to deal with all the unrelated occupations found in their components such as substantive, operational, clerical, support, technical and managerial. Some of these occupations are so narrow that career development is practically impossible. Employees in interchangeable occupations in other services do not compete with one another nor is there effective freedom of movement between services.

3. Under this system career development depends largely on the initiative of the individual. If he feels impelled to make a change, to seek opportunity for advancement, or to try his hand at a different branch of service he must make it on his own and he gets little or no assistance from his Career Service. Those officials who are willing to help frequently find themselves enmeshed in administrative red tape to a point of complete frustration. Other supervisors, unfortunately, are less enlightened and more self-serving; they tend to regard such individuals as disgruntled (which may be true) or disloyal. Where this attitude exists the individual employee may suffer a severe set back to his career if he has the temerity to ask for the assistance of the mechanism established for the purpose of career development. His only opportunity lies in his ability to negotiate a reassignment on his own (and this is done quite frequently) and then sever connections with his former service. The end result when successful

is not a part of a planned calculated action intended to meet an Agency need but only one believed by the individual to be in his own best interests. There is a better than even chance that the action will actually be harmful both to the individual and the Agency.

4. Finally, a major deficiency of the current program is that it does not accept or concern itself with Intelligence as a profession or a total occupation but is limited only to its separate parts. Its basic concept implies that each office or each separate function is a career in itself and it does not recognize the need for developing the fully experienced, broad guage, professional intelligence man the Agency so badly needs.

5. From this evaluation the conclusions we have reached are these:

- a. The present program is inflexible and unresponsive to the Agency's present and future needs. It does not meet the basic principal of career development; mobility and movement.
- b. It fails to meet the needs of the employees; it does not offer broad opportunity for advancement, it frequently does not reward the most deserving or properly deal with those who "do not perform as effective members of the Agency."
- c. It is undistinguishable from the normal effective personnel management the Agency has a right to expect from its managers and executives.
- d. It is lacking in specific objectives and can only develop more specialists but not fully experienced personnel to fill the Agency's key positions.
- e. Perhaps most important it is lacking in authoritative centralized direction.

6. In summary, the present career program could be abolished without significant loss to the Agency or its employees. The same essential needs of the Agency recognized and defined by the founders of this program exist today unchanged and unfulfilled.

H. The Need for a Career Development Program

1. The two principal factors that make a career program essential to this Agency's future are:

a. To make intelligence work sufficiently attractive to induce well qualified young people to take it up as a lifetime career,

b. To ensure the thorough preparation of the most capable people for key positions of responsibility in the Agency.

2. The present Career Service program does not deal effectively with these factors. The Junior Officer Training Program (actually a separate program) recognizes the needs expressed here but is too limited in scope and duration to be a satisfactory substitute for career development. This topic is further discussed in a subsequent section of this report.

3. In analyzing our current effort it is found that the Agency has little to offer young people that will make a career in intelligence work attractive. The glamor of espionage is a powerful inducement to some as is the psychological attraction of "being on the inside" in matters of great importance in world affairs. The deeper and more sustaining motivation of serving in the interest of national security is the most durable inducement the Agency has to offer. But other aspects of work in CIA should be examined also. The well-motivated young man or woman graduating from college and thinking seriously about a lifelong career gives consideration to these factors according to researchers in the employment field:

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a. Interesting and challenging work. Some jobs in this Agency are most interesting and challenging but a very large part of our work is deadly monotonous, drudging routine.

b. Travel. For some of our employees the desire to travel will be gratified to the utmost. A majority will have little or no opportunity to leave the shores of the U.S.

c. Opportunity for advancement. Under our present system little assurance can be given that the new employee will have opportunity for advancement. Too much depends on individual initiative, accident of assignment, inadequate opportunity for training, rate of Agency growth, and, unfortunately, personal influence.

d. High income. Government employment is bound to a system that compensates its members not for what they are worth but according to the positions they occupy. At present the Agency is no exception. However, under any system high income as a government employee is unattainable.

e. Status. Some of our people may achieve recognizable status within the Agency and the intelligence community. Beyond that the requirements of security would inhibit the "status seeker."

f. Job security. There is no job security in CIA.

4. In comparison with private enterprise the Agency has little to offer prospective employees but valued service to our country. And even in the field of public service the Agency offers fewer material advantages than the Federal Civil Service. All jobs in the Agency are "excepted positions" which have the effect of denying to Agency employees some of the rights and privileges accorded to other government employees. There is no open competition for jobs or promotions, no open register from

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which employees or applicants have the right to be selected. Employees do not acquire Civil Service status or protective tenure. On separation from the Agency for any reason they have no reassignment rights and if they choose to remain in public service in some other Federal department they must enter the competitive service as a new applicant. In other words the Agency can offer the prospective employee no job security whatever.

5. There is another aspect of Agency employment that makes it less attractive; the need to be able to adjust to and live with the requirements of security. The initial clearance and polygraph test are generally understood and accepted by the applicant as a necessary step to employment. The excessive delay still works a hardship and contributes to the high rate of loss between acceptance and entrance on duty but this is a single hurdle which is ultimately cleared and the applicant becomes a full fledged employee. Thereafter he must contend with the constant factor of security which limits and restrains him throughout his entire career. Here are a few of the things the employee must accept as part of his job:

- a. No public recognition.
- b. Limited participation in community affairs
- c. Certain limitations on associates
- d. For some, a constant problem of concealment of occupation
- e. Limitations on discussion of work activities with family and friends; in many cases even with Agency associates
- f. Constant strain of guarding speech and actions

6. The security factors of Agency employment probably are not compensable, at least in measurable terms of salary or retirement. The Psychiatric Division of the Medical Staff has been studying the problem but it still has many months of work to complete before even tentative

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conclusions can be expected. We do know, however, through investigation of individual cases that the pressures of security have contributed to strained domestic relations, broken families and in at least one instance, suicide. Compared to the relative freedom of other vocations, intelligence work must be regarded as an abnormal way of life.

7. We have not touched upon other psychological factors associated with work situations found in Agency operations which might conflict with a person's moral or ethical standards and the possible job failure that could result. This is a rather nebulous area and documented cases are few in number. Nevertheless, the problem is very real and should be kept in mind in any consideration of the total problem of the advantages and disadvantages of an intelligence career.

8. In summary the job prospects in the intelligence field are not very attractive. The Agency today is staffed largely with men who have experienced one or more national emergencies which have stimulated their dedication to the country's security. The disadvantages are accepted although by no means disregarded. The present generation from which we must select our future officers is in a different position. A civilian intelligence arm of the government still is an innovation; intelligence as a profession has not yet become firmly established. Competition is keen for the kind of young man we wish to recruit. He has a choice of careers all of which are more rewarding in many ways (and much more secure) than the intelligence service of the U.S. It is imperative therefore that we take immediate steps to organize our career program so that it will offer attractive inducements to well qualified young people and develop them to the fullest extent for a better Agency in the future.

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I. Fundamentals of Career Development

1. As we have seen one reason for the failure of the present career program to achieve its purpose is the lack of complete understanding and acceptance of the basic principles of career development. These are some of the points on which general agreement must be reached:

a. Recognition of Intelligence as a profession. This includes all functions of the intelligence process from collection through interpretation plus the covert action responsibilities of the Agency and the integral support activities that are an essential part of intelligence.

b. There is a distinction to be drawn between intelligence careerists and non-careerist Agency employees. The latter will include many specialists at all levels whose careers lie in other fields but whose services are required by the Agency in the performance of its mission.

c. Career development is a highly selective process which will ensure opportunity and preparation for the most capable. It is not a form of paternalism intended to lead all employees by the hand from EOD to retirement nor is it a blanket guarantee of success without effort.

2. There must also be general acceptance of these principles of a career program:

The growth pattern of the employee under a career program is characterized by mobility and movement. He is encouraged to move from one activity to another to follow career opportunities, develop in his selected functional line of work and grow in his career field. He is encouraged to be mobile in his earlier years; in his senior years he is expected to stabilize in a senior managerial position to provide the organizational continuity needed.

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3. The specific objectives which must be reached in order to accomplish the purpose of a career program are:

a. To develop capable people to perform effectively at senior levels

b. To induce well qualified young people to take up a career in intelligence work

J. Accomplishing the Objectives

1. The long range developmental program is based on (a) introducing a steady flow of basically well qualified young people into the intelligence field, (b) by a continuing process of monitoring and screening identify those capable of broad development, and (c) providing the opportunity for advancement to positions of responsibility through planned development. The program encompasses:

a. Early broad training and experience in the total field of intelligence work

b. Experience in depth in a selected field during the intermediate period

c. Cumulative development of increasing broad managerial and occupational knowledge for application at the senior level

2. Assuming that a certain stability will be maintained in levels of employment and that no major changes will take place in the Agency's organizational structure the ultimate goal of this program is to fill the ☐ supergrade executive positions and the several hundred senior managerial positions (GS-14 and 15) with the best qualified people who have been developed to the fullest extent in intelligence work. In the process there will also be a substantial improvement of the productivity and performance of employees who reach their maximum level of development at the

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intermediate stages so that the total effort is not too narrowly focused on the top positions only.

3. Attainment of the first objective will aid materially in accomplishment of the second. A well defined career program which offers job prospects and opportunities for advancement will in itself make the intelligence service attractive. Additional steps should be taken to overcome the present disadvantages of Agency employment and to compensate for the abnormalities of security service. Present efforts along these lines should be expedited and new approaches should be explored. For example, a tailor-made pay structure, a method to reward hazardous duty or exceptional action beyond the normal requirements of the service, extra compensation for hardship posts, more liberal retirement benefits, etc.

K. Meeting the Present Needs

1. The discussion that has taken place thus far has been concerned primarily with meeting the needs of the future. At the present time, however, we have an Agency fully staffed with employees who have not had the benefits of a proper career program and for whom some provision must be made as a matter of priority.

2. Present employees at all levels must be equipped to do their present jobs better and be prepared to assume greater responsibilities more effectively. They can be divided generally into three groups; senior managerial and executive, GS-14 and above; intermediate, GS-12 and 13; junior and trainee, GS-7 through 11.

3. The senior group must be carefully evaluated to determine:

a. Those who are inadequate for the position occupied and have no potential.

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b. Those who are inadequate but have potential for improved performance through development.

c. Those who are adequate for their positions and have potential for growth through development.

4. Prompt but fair and equitable disposition should be made of the first category.

5. Development opportunities for the second category are limited and probably should consist of adjustment of assignment, internal or external formal training, demotion if necessary.

6. The third category should have everything it needs including personal rank assignments for essential work experience, formal training, highest level staff work for capable line officers and any other developmental action that will bring results without regard for administrative red tape. Due consideration must be given to the number of productive years remaining to the individual so that retirement does not overtake him before development objectives are reached.

7. The intermediate group must be screened to identify those having demonstrated capacity for development and given every opportunity to acquire the training and experience they have been denied up to this point and to seek the assignments for which they are best qualified. Those who have already reached their maximum level should be given whatever is necessary to make them more effective in their present jobs.

8. The junior group should also be thoroughly screened to identify those with the best potential for development and to eliminate those who do not measure up to professional standards. Those who are retained should be directed to complete their apprenticeship in preparation for the specialized field they will pursue through the intermediate

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and senior stages. Elimination of the unfit must be accomplished at the earliest possible time in the interests of both the individual and the Agency. The young man will adjust more readily to separation and will find reestablishment easier. The longer an inadequate employee remains on the rolls the more difficult is the ultimate disposition.

L. Methods of Accomplishment

1. The objectives can be accomplished through a CIA Career Development Board which would be responsible for directing the development program. It should have a permanent Chairman appointed by the DCI and three members, senior officers, one from each Deputy Directorate assigned on a tour of duty basis. It would be a full-time activity for every member. There would also be a secretariat with staff assistance provided by Office of Personnel. The Board would make policy in the field of career service; advise on standards of recruitment, training and performance; advise and consent with respect to selection, training, assignments and promotions; and, on a selective basis, monitor the careers of qualified persons. It would make use of the facilities of the present Career Service Boards and Panels and the Office of Personnel and not duplicate services now being effectively provided by support components.

2. The Board would function independently of the chain of command, report directly to the DCI and exercise his authority in the implementation of its recommendations. To function successfully it would require the wholehearted support of the Deputy Directors and Operating Officials; it must also be provided with certain instruments of persuasion to induce compliance with its actions. The service designations of all professional trainees should be with the Board until the apprenticeship

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period (5 years) is completed. Thereafter the Board will monitor and guide career development on a selective basis but be empowered to require training or work experience as needed to insure proper completion of the development process.

3. Once the Career Development Board has been established the present Career Council, Supergrade Board, Selection Board and Examining Panels should be abolished. The CD Board should determine eligibility for membership in the Career Staff with the assistance of the Career Service Boards and Panels. There should be a substantial reduction in the number of such boards and panels probably evolving ultimately into major occupational groupings rather than organizational as at present.

M. Implementation

1. The appointment of the Career Development Board should take place immediately with the designation of a Chairman by the DCI and a member each by the DD/P, DD/I and DD/S. The Chairman should appoint the Executive Secretary. The position of chairman should be filled by a very senior officer who has had broad experience in the Agency, a good grasp of the problems of effective manpower utilization and a complete acceptance of the feasibility and value of career planning. The members of the Board also should be senior officers each with extensive experience in his own area and a thorough knowledge of its needs. Ideally they should have a sound understanding of Agency-wide activities and problems as well.

2. The CD Board should be authorized by Agency regulation to make policy in the career service field; to advise the DCI in matters concerned with career service; to give guidance and direction to the Heads

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of Career Services in matters concerning career development; and to direct the implementation of the career development program. Although the Board basically will be advisory in nature it must be given adequate authority to accomplish the objectives of the program. Such authority must be derived from the DCI. The Board should have the full support of all Operating Officials and it is anticipated that its determinations generally will be acceptable to them. There may be occasions, however, when Operating Officials lose sight of Agency interests in favor of their own and when this occurs the Board must have the authoritative backing of the DCI.

3. The Board should be a part of the Office of the DCI and its chairman should be responsible to the Director. Only two new positions will be required; one for the Chairman, the other for the Executive Secretary. The three members of the Board will be detailed from their respective organizations where they will return on completion of their tours of duty. Normally the tours will be for three years but the initial tour should be arranged so that there will be only one replacement each year thereafter. The Chairman and Executive Secretary should be permanent assignments. Some additional clerical help may be required but the Board should draw its administrative support primarily from the Career Service Boards and Panels and the Office of Personnel.

4. Since the Board is responsible for developing persons to the fullest extent to meet the Agency's needs it must concern itself with all employees regardless of grade or level. This will include supergrades as well as all other personnel. As it assumes its full responsibilities for policy making and direction of the career program the need for existing committees such as the Career Council and Supergrade Board will diminish and they can be eliminated. The proposed revision of the Career Staff

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process will eliminate the need for the Selection Board and Examining Panels and the manpower savings should more than offset the cost of the new positions.

5. The CD Board should inaugurate two major programs simultaneously; one directed at meeting present needs for a general improvement of performance at all levels through development and the other concerned with establishing the long range program to meet the Agency's future needs. Both have been outlined in the preceding section of this report. The former will focus on the intermediate and senior levels of the Agency and provide for appropriate training and work experience for the most capable employees in these categories. Much of this will have to be done on an individual case basis with the exercise of judgment and care to achieve maximum results with minimum disruption of current activities. This program must be pursued vigorously taking advantage of all the facilities now at hand. It must not be permitted to bog down because of involved administrative procedures or be diverted from its ultimate goal for reasons of expedience. It should be restated at this point that this will be a highly selective process and that no mass movement of people will occur. We expect that the Board's actions will be accepted in good spirit and with the knowledge that benefits will accrue to the Operating Official as well as to the Agency and the individual even though temporary inconveniences may be encountered.

6. The junior levels of present employees will become the nucleus of the long range program. Some immediate steps can be taken by the Board to identify the more capable junior officers and to use existing facilities to begin their development. Full implementation of the long range program will require several months of careful planning and

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preparation not only by the Board but by the support offices that will be most affected. As we have seen the induction of a steady flow of new professional trainees is an essential part of the over-all career program. The number has been estimated between 200 and 300 annually which is much more than the current rate of input. It will mean increased recruitment and processing for the Office of Personnel, a larger number of clearances for Office of Security and more physical examinations for the Medical Staff. The Office of Training will require a training program more specifically tailored to meet these objectives than at present in addition to increasing its capability to handle more trainees.

7. The basic program for junior professional employees encompasses a broad education in the total field of intelligence from which the individual "graduates" to a specialized field. The proposed period of time is rather arbitrarily fixed at five years; however, there are substantial reasons in support of this determination. It allows ample time for formal training purposes both indoctrinational and skill; it will permit tour-of-duty experience assignments outside Washington headquarters; it will permit the individual to try several career fields thereby helping him to settle on his specialty; it provides the employee ample time to decide that he wants to make intelligence a lifetime career and the Agency time enough to determine if it wants to keep him. It may be regarded as the "point of no return" at which the man either quits the Agency or commits himself to stay with it for life.

8. To describe the program in its simplest terms it may be well to take it step by step beginning with recruitment. Junior professionals should be recruited against standards of background, education, temperament and character without having specific positions in mind. Recruiting

on a broad base will provide an adequate variety of talents and aptitudes to enable job requirements to be met. The present facilities of Office of Personnel should be capable of handling the volume without undue strain. The EOD processing would be conducted as at present and with the same facilities. Some adjustments may have to be made to accommodate a larger volume of entrants but these should wait until experience demonstrates the need.

9. The apprenticeship period in its earlier stages (characterized by mobility and movement) should be devoted to a thorough indoctrination in intelligence work through formal and on-the-job training and actual work experience in the various parts of the Agency. Every trainee should have an opportunity to learn about information collection, intelligence production, and support. The latter stages, probably the fourth and fifth years, should be devoted to more intensive preparation in the specific field for which he is best suited. It is at this stage that the more specialized, and more costly, training should take place. It is anticipated that the attrition rate will be greatest during the first three years and that those junior professionals who survive this stage will be better prepared for training in depth. It should also serve to reduce the cost of training since less will be wasted on people who would not turn it to productive use.

10. The resemblance of this part of the development program to the present JOT program should be quite apparent. It is in fact an adaptation and enlargement of that program and should be handled by the existing facilities. Since this is largely a period of training and preparation for a career in intelligence work it is appropriate that it be managed by the Office of Training under the general direction of the

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Development Board. The same principles of recruitment, selection, indoctrination, and directed training will apply but on a broader base. Instead of handling 70 or 80 JOT's as at present the program will be geared up to handle 200 to 300 trainees and for a longer period of time. This will not serve to dilute the JOT program as some critics hold but will actually strengthen it by providing greater flexibility and increased range. The superior JOT will not be lost to sight nor will his development be retarded because of the larger number of persons involved. In all educational processes students seek and reach their own levels and the problem is one of adjusting the program to meet the requirements of each level. We do not anticipate that there will be extreme differences in the range of levels since the recruitment standards will remain high and selection still will be aimed at the highest levels available. Furthermore we are confident in the ability of the Office of Training to meet the problem.

11. Upon satisfactory completion of the basic five year period the Development Board will assign the employee to a Career Service and he will at the same time acquire Career Staff status. Such assignment will be based on the individual's demonstrated capability and past achievements, his aptitude and particular talents, and with due consideration for the Agency's needs and his personal preference. It will be for an extended period of time and marks the beginning of the intermediate phase of his career. The Development Board with the support of the Career Service Boards will monitor the progress of each individual using annual competitive evaluation, fitness reports, supervisor's recommendations and any other means it may devise for this purpose. On a selective basis the Board will ensure that the most capable are provided ample

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opportunity for advancement and that they will be fully prepared to assume greater responsibilities. The Office of Training enters the program in this phase too. It must provide effective means of preparing persons for positions having supervisory and managerial requirements, develop operational technical skills, arrange for external training for special purposes and for academic refreshing. The same holds true for the final career phase of preparation for senior management and executive positions. In both of these phases the Board will consider, advise and consent to actions proposed by management for promotion, reassignment and training and will plan and effect the development, on a selective basis, of the most capable persons to fill the Agency's key positions in the future.

12. The Career Services as we have noted are too many and too limited in scope to permit the proper functioning of a career program. They should be substantially reduced in number and be established on occupational lines rather than organizational. A first step could be the expansion of the Administration Career Service to include all senior administrative and support officers throughout the Agency together with junior officers in the same categories who qualify as careerists. Then there should be set up a service for all Agency employees in clerical positions. This would include stenographers, typists, clerks of all kinds, messengers, couriers and semi-skilled workers not in Wage Board categories. This is numerically a major segment of Agency employees which needs the attention of a central guiding body. With an annual turnover rate of approximately 25% it does not lend itself to long range career planning; however, it does contain a good many people with developmental potential who are entitled to an opportunity for a career in intelligence. A single

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Career Service for all of these employees should be able to perform a useful service in developing realistic recruitment and training standards and improved methods of assignment and reassignment. It should be able to devote a full measure of its time and attention to the Agency-wide problems of clerical support which now are being considered only piecemeal if at all.

13. Another group having similar occupational characteristics is found among the technicians--those employees at various levels having technical skills needed in support of intelligence activities. These would include business machine and computer operators, radio, teletype, and other communications equipment operators, machine maintenance men and others in this general field. It would also include craftsmen in other fields such as visual aids, photographers, etc. There may be compelling reasons for leaving the Communications Career Service as it is now established since it is one of the best in all respects. It is an occupational entity concerned exclusively with a particular technical field. Many other technicians, however, are scattered in small groups throughout the Agency and their careers are in the hands of a dozen different services all having substantially different basic interests. We believe the careers of technicians should be guided by other technicians rather than the several separate office chiefs to whom they supply their services.

14. From this point it is just another step to provide for the specialists; the persons whose true careers lie in other professional fields but whose talents and skills are needed by the Agency. These are the physicians, psychiatrists, psychologists, scientists, economists, educators, accountants, engineers and numerous others whose careers are already developed before coming into the Agency, who wish to remain only

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in the limited capacity of their specialty and perhaps ultimately to pursue their careers further in private life or elsewhere. Generally they are brought into the Agency laterally at senior grade levels and career development potential is minimal if it exists at all. They should be regarded as non-careerists in intelligence and should not be intermingled with true careerists. As in the case of the technicians, it would serve a useful purpose to treat all these employees as a single occupational group having its own Career Service to concern itself with the multitude of problems arising from the nature of their employment by the Agency.

15. Having provided for the majority of the Agency's employees, what remains can be described as the hard core of professional intelligence officers. These are the collectors, collators, evaluators, analysts and interpreters of information for whom there is no other work than Intelligence. They are careerists in every sense of the word and for whom a career program has the most meaning. It is our view that there should be but a single Career Service for all Intelligence Officers of the Agency without regard for organizational boundaries or geographical location. This is the only approach that provides answers to our most perplexing questions. This is the body that requires the most intensive and extensive training and special preparation involving the acquisition over the years of knowledge and experience that has little marketable value except in intelligence work. It is the group that is readily distinguishable from Agency employees whose jobs differ in no significant respect from those found in non-intelligence agencies of the government; for which long promised additional benefits can be justified. It is about the only group to whom sorely needed discipline can be

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applied which will generate the desired esprit de corps and give meaning to the words "Intelligence Service."

16. We realize that the proposed changes in the present Career Service structure will require equivalent changes in some of the present personnel practices. The allocation of personnel ceilings, determination of average grades, tables of organization and perhaps even budgeting will be affected by the conversion of many Career Services into a few. There will be problems of sorting out employees and converting records to reflect their changed status, all of which will take time and effort. But none of these problems are insurmountable and the benefits to be derived will far outweigh the inconvenience incurred. We do not advocate sudden and drastic change which would be disruptive and demoralizing but a gradual evolution over a period of time that may extend for a year or two into the future. However, when the plans have been prepared and essential details worked out it is imperative that all employees be fully informed of the actions to be taken. It is the employees careers that are at stake and they have every right to know what is taking place and why.

17. A final comment must be made to complete this study. We have examined the Agency's Career program, evaluated its effectiveness and identified its deficiencies, and offered a plan which we believe is sound and has a reasonable chance for success in reaching the desired objectives. It must be thoroughly understood that the career development program is not a panacea, nor is it a substitute for the sound personnel management expected of the Agency's responsible officials. No program, no matter how well conceived or soundly structured, can succeed without the full and complete support of every supervisor, manager and executive.

18. Recommendations. It is

Recommended that:

- a. The DCI authorize the establishment of a CIA Career Development Board; appoint a properly qualified senior officer as its permanent chairman and three members, one each from candidates nominated by the DD/P, DD/I and DD/S; and, instruct the Board to establish and direct a career program generally conforming to the outline contained in the text of this report.
- b. The DCI approve the disestablishment of the CIA Career Council and the Supergrade Board and the transfer of their essential responsibilities to the CIA Career Development Board.
- c. The DCI approve the disestablishment of the Selection Board and Examining Panels and the transfer of their responsibilities to the appropriate Heads of Career Services.
- d. The Deputy Directors issue instructions to their Operating Officials to give full support to the Career Development Board and to make available to it records and other data pertinent to its mission.
- e. The Chairman, CIA Career Development Board, move with deliberate speed to formulate the plans and procedures necessary to conduct the career program and at the earliest practical time prepare and distribute to all employees a brochure explaining in essential detail the purpose and objectives of the program and the methods of implementation.